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- San Bernardino County Transportation Commission ■ San Bernardino County Transportation Authority
 - San Bernardino County Congestion Management Agency ■ Service Authority for Freeway Emergencies
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Support Material for Agenda No. 7

Commuter Rail and Transit Committee

July 22, 2010

Location:

SANBAG Office
The Super Chief Conference Room
1170 W. 3rd Street,
San Bernardino, CA

DISCUSSION CALENDAR

7. Formation of a Consolidated Transportation Services Agency (CTSA) for the Valley portion of San Bernardino as identified in the reauthorization of Measure I

Approve the identified recommendation and next steps in creating a new non-profit entity to serve as the consolidated Transportation Services Agency for the Valley portion of San Bernardino County. **Mitch Alderman**

Support material not attached to agenda item; included as a separate attachment.

Bylaws of San Bernardino Valley CTSA

Article I – Name, Offices and Purpose

1. The name of this nonprofit public benefit corporation is Transportation Coordination Agency of San Bernardino, a Consolidated Transportation Services agency (CTSA).
2. The location of the principal place of business shall be at _1170 W. 3rd. Street, San Bernardino, CA, 92410.
3. The purposes of the San Bernardino Valley CTSA are to:
 - a. Improve the quality and effectiveness of transportation services to senior citizens, persons with disabilities and persons of low income within the area described as the western portion of San Bernardino County including the cities of Chino, Chino Hills, Colton, Fontana, Grand Terrace, Highland, Montclair, Loma Linda, Ontario, Rancho Cucamonga, Rialto, San Bernardino, Upland and Yucaipa, referred to herein as the “San Bernardino Valley”.
 - b. Identify, organize and service the special transit needs of senior citizens, person with disabilities and persons of low income within the San Bernardino Valley.
 - c. To provide support transit services to other agencies within the San Bernardino Valley.

Article II – Membership

The Board of Directors shall constitute the members.

Article III – Board of Directors

1. Board Role, Size and Compensation
 - a. Subject to the limitations as prescribed by the Nonprofit Public Benefit Corporation Law, all corporate powers shall be exercised by or at the direction of, and the business and affairs of the Corporation shall be managed by, the Board of Directors. The individual directors shall act only as members of the Board, and the individual directors shall have no power as such.
 - b. The Board is comprised of 7 members who shall be appointed as follows:
 - Three (3) appointed by San Bernardino Associated Governments (must be representative of the San Bernardino Valley)
 - Two (2) appointed by San Bernardino County Board of Supervisors (must be representative of the San Bernardino Valley area)
 - Two (2) appointed by Omnitrans – must be representative of designated population
 - c. The Board members may be elected officials or members of the general public representative of the designated populations.
 - d. The Board members shall receive no compensation other than the reimbursement of reasonable expenses incurred on behalf of the San Bernardino Valley CTSA.
 - e. A SANBAG representative shall serve as an ex-officio member of the Board of Directors.

- f. Members of the Board shall not be entitled to designate or send an alternate for attendance or voting at meetings.
2. Terms of Office, Resignations, and Vacancies:
 - a. The term of a director is three year terms, and each is eligible for re-appointment for a maximum of two consecutive terms.
 - b. Any director may resign at any time by giving written notice of such to the President, Secretary, Treasurer, or Board and to that director's appointing body pursuant to Article III, 1. b. Such resignation shall take effect at the time specified in the notice
 - c. The term of office of any director shall expire and there shall be a vacancy on the Board in the event the Board declares the term of a director to have expired following a failure by that director to attend three consecutive meetings of the Board whether excused or unexcused or who has a total of four unexcused absences in a 12 month period. A letter will be sent to the appointing body with a notification of the member's status.
3. Board of Directors Meetings and Notices:
 - a. Regular Meetings: The Board of Directors shall meet at least quarterly, at an agreed upon time and place. An official Board meeting requires that each Board member have written notice at least two weeks in advance. Board members are required to call the Secretary to the Board of Directors at least 48 hours in advance when they are unable to attend a regularly scheduled meeting of the Board. Members who fail to so notify the Secretary to the Board of Directors prior to the scheduled meeting will be considered unexcused. Notice to the public shall be given in manner as required by applicable law, including the Brown Act.
 - b. Special Meetings: Special meetings of the Board for any purpose may be called at any time by the President or by two directors. Notice of the time and place of special meetings shall be given to each director by personal delivery of written notice, by e-mail, by facsimile, either directly to the director or to a person at the director's office who would reasonably be expected to communicate such notice promptly to the director. The notice of a special meeting need not state the purpose of the meeting.
4. Quorum:

Not less than a majority of the Directors currently appointed and serving shall constitute a quorum of the Board of Directors. Every act or decision made by a majority of the directors present at a meeting duly held at which a quorum is present shall be the act of the Board subject to the provisions of these Bylaws and/or the California Nonprofit Public Benefit Corporation Law. In the absence of a quorum at any meeting of the Board, a majority of the directors present may adjourn the meeting. A meeting at which a quorum is initially present may continue to transact business, notwithstanding the withdrawal of enough directors to leave less than a quorum, if any action taken is approved by at least a majority of the required quorum for such meeting.

Article IV Officers and Duties:

- a. There shall be four officers of the Board, consisting of a chair, vice chair, secretary and treasurer, all of whom shall hold their respective office for a term of one year. Officers of the Board shall be

elected at a Board meeting to be held in December of each year for a term beginning on January 1 of the subsequent year and ending on December 31 of that subsequent year.

b. The officers' duties are as follows:

The **chair** shall convene regularly scheduled Board meetings, shall preside or arrange for other members of the executive committee to preside at each meeting in the following order, vice chair, secretary and treasurer, and shall with ratification of the Board appoint persons to all committees. The **vice chair** shall chair committees on special subjects as designated by the Board.

The **secretary** shall maintain a record of the proceedings of all meetings of the Board; serve all notices required by Law or by the Bylaws; answer all correspondence requiring response or which may be submitted for such purpose by another officer. The Secretary shall maintain a complete up to date and accurate record of the Articles of Incorporation, Bylaws and any amendments to the Bylaws and file with the Secretary of State any amendments to the Articles of Incorporation.

The **treasurer** shall make a report quarterly to the Board on the financial statement of the corporation and more frequently as requested by the Board. The books and records of the corporation in the hands of the secretary or treasurer shall be open to inspection at all times to the Board of Directors. There shall be an annual audit by a certified public accountant.

The Board may authorize any officer, employee or agent, in the name and on behalf of the corporation, to enter into any contract or execute and satisfy any instrument, and any such authority may be general or confined to specific instances, or otherwise limited. In the absence of any action by the Board to the contrary, the Chair [and/or the Executive Director] shall be authorized to execute such instruments on behalf of the corporation.

All checks, drafts and other orders for the payment of money out of the funds of the corporation, and all notes or other evidences of indebtedness of the corporation, shall be signed on behalf of the corporation by the Treasurer or by such other officer or employee as may be determined by the Board.

Article V – Committees

1. The Board may, by majority vote of the directors then in office, create such other committees of the Board on any subjects within the powers or purposes of the Corporation, as needed. The Board chair shall appoint all committee chairs.
2. The Executive Committee shall consist of the four officers. Except for powers to amend the Articles of Incorporation and Bylaws, the executive committee shall have all the powers and authority of the

Board of Directors in the intervals between meetings of the Board of Directors, and is subject to the direction and control of the full Board.

3. A Finance Committee consisting of 3 Board Members one of whom must be the Board Treasurer; the committee would, among other things, be required to review the annual audit, oversee preparation of the annual budget by the staff, and monitor financial performance on an ongoing basis through records provided by staff

Article VI – Executive Director and Staff

1. Executive Director – the Executive Director is hired by the Board. The Executive Director shall fulfill the day to day responsibilities for the organization including carrying out the organization's goals and policies. The Executive Director will attend all Board meetings, report on the progress of the organization, answer questions of the Board of Directors and carry out the duties described in the job description. The Board of Directors can designate other duties as necessary.
2. The Executive Director is responsible to hire staff as needed. The Executive Director has the authority to hire and to make staffing adjustments when necessary. The Board of Directors can terminate the Executive Director as provided in the employment contract.

Article VII – Indemnification of Directors and Officers and Insurance

1. Right of Indemnity. To the full extent permitted by law, this corporation shall indemnify its directors, officers, employees and other persons described in Section 5238(9a) of the California Corporations Code, including persons formally occupying any such position, against all expenses, judgments, fines, settlements and other amounts actually and reasonably incurred in connection with any "proceeding", as that term is used in such Section and including an action by or in the right of the corporation, by reason of the fact that such person is or was a person described by such section. "Expenses" as used in the Bylaws shall have the same meaning as in Section 5238(a) of the California Corporations Code.
2. Approval of Indemnity. Upon written request to the Board by any person seeking indemnification under Section 5238(a) or Section 5238(c) of the California Corporations Code, the Board shall promptly determine in accordance with Section 5238(e) of the Code whether the applicable standard of conduct set forth in Section 5238(b) or Section 5238(c) has been met and if so the Board shall authorize indemnification. If the Board cannot authorize indemnification because the number of directors who are parties to the proceeding with respect to which indemnification is sought prevent the formation of a quorum of directors who are not parties to such proceeding, the Board or the attorney or other person rendering services in connection with the defense shall apply to the court in which such proceeding is or was pending to determine whether the applicable standard of conduct set forth in Section 5238(b) or Section 5238(c) has been met.

3. Advancement of Expenses. To the full extent permitted by law and except as is otherwise determined by the Board in a specific instance, expenses incurred by a person seeking indemnification under this Article VII in defending any proceeding covered by the Article shall be advanced by the corporation prior to the final disposition of the proceeding upon receipt by the corporation of an undertaking by or on behalf of such person that the advance will be repaid unless it is ultimately determined that such person is entitled to be indemnified by the corporation therefore.
4. Insurance. The corporation shall have the right to purchase and maintain insurance to the full extent permitted by law on behalf of its officers, directors, employees and other agents of the corporation, against any liability asserted against or incurred by an officer, director, employee or agent in such capacity or arising out of the officers, directors, employees or agents status as such.

Article VIII – Amendments

1. The Bylaws may be amended at any meeting of the Board by a majority vote of the current membership of the Board, provided the proposed amendment has been sent to each director at least thirty (3) days before the meeting.

CERTIFICATE OF SECRETARY

I, _____, HEREBY CERTIFY THAT:

I AM THE DULY ELECTED AND ACTING Secretary of the San Bernardino Valley CTSA, a California nonprofit public benefit corporation; and the foregoing Bylaws constitute the adopted Bylaws of said Corporation duly adopted _____ [unanimously] by the Board of Directors effective _____, 2010.

IN WITNESS WHEREOF, I have hereunder subscribed my name this ____ of _____, 2010.

/s/ _____

[Name, Title]

Articles of Incorporation
Of the San Bernardino Valley CTSA
A California Nonprofit Public Benefit Corporation

I

The name of this nonprofit public benefit corporation is Transportation Coordination Agency of San Bernardino, a Consolidated Transportation Services agency (CTSA).

II

The location of its principal place of business shall be at 1170 W. 3rd. Street, San Bernardino, CA, 92410 , but it may establish other places of business and other offices at those other places within the County of San Bernardino as the board of directors may from time to time determine.

III

This corporation is a nonprofit Public Benefit Corporation and is not organized for the private gain of any person. It is organized under the Nonprofit Public Benefit Corporation Law for public and charitable purposes.

The specific public and charitable purposes of this corporation are:

A. to improve the quality and effectiveness of transportation services to senior citizens, persons with disabilities and persons of low income through coordination of transportation services with social services and other charitable organizations within the area described as _____, defined herein as the "San Bernardino Valley".

B. to identify, organize and serve the special transit needs of senior citizens, persons with disabilities and persons of low income within the San Bernardino Valley.

C. to provide supportive transit services to other agencies within San Bernardino Valley.

IV

The name and address in the State of California of this corporation's initial agent for service of process is:

Name:

Address:

City:

State:

V

A. This corporation is organized and operated exclusively for charitable purposes within the meaning of Internal Revenue Code section 501 (c) (3).

B. No part of the activities of this corporation shall consist of carrying on propaganda, or otherwise attempting to influence legislation, and the corporation shall not participate or intervene in any political campaign (including the publishing or distribution of statements) on behalf of any candidate for public office.

VI

The property of this corporation is irrevocably dedicated to charitable purposes and no part of the net income or assets of this corporation shall ever inure to the benefit of any director, officer or member thereof or to the benefit of any private person. Upon the dissolution or winding up of the corporation, its assets remaining after payment, or provision for payment, of all debts and liabilities of this corporation shall be distributed to a nonprofit fund, foundation or corporation which is organized and operated exclusively for charitable purposes and which has established its tax exempt status under Internal Revenue Code section 501 (c) (3).

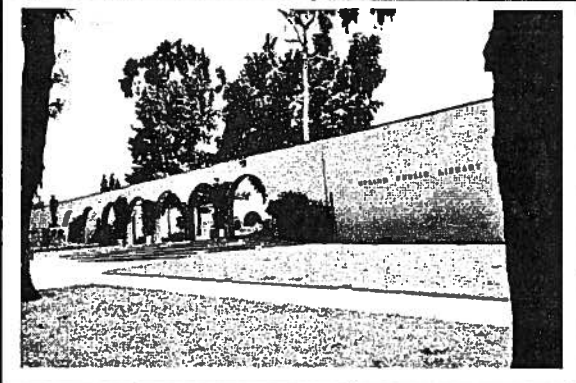
In Witness Whereof, the following Incorporators have executed these Articles of Incorporation of the San Bernardino Valley CTSA as of _____, 2010:

Name of Incorporator [SANBAG]

Name of Incorporator [Others?]

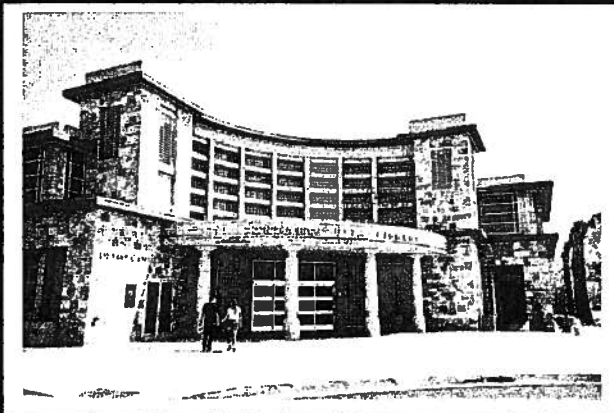


Design Study for the Creation of a Consolidated Transportation Services Agency for the San Bernardino Valley



Technical Paper I:

CTSA Structures



Draft August 5, 2009

Revised August 16, 2009



Innovative Parad gms

a division of paratransit inc.



Project Overview

The Consolidated Transportation Services Agency (CTSA) Study Project is intended to establish the framework for the creation of a CTSA in the San Bernardino Valley and is sponsored by the San Bernardino Associated Governments (SANBAG). A CTSA is an agency designated to pursue a wide range of coordination strategies in order to improve the efficiency and cost effectiveness of transportation services beyond the traditional public transit and Americans with Disabilities Act (ADA) service requirements. A CTSA can facilitate coordination among human service agencies, provide consolidated maintenance services, assist agencies with grants and grant management, and many other strategies.

Human Service Transportation Coordination

Federal Coordination Efforts

In 2004, with the creation of the United We Ride initiative and in 2005, with the signing of SAFETEA-LU into law, the Federal Government clearly demonstrated its interest in furthering transportation coordination.

Beginning in Federal FY 2007, SAFETEA-LU required that projects funded through three programs (Job Access Reverse Commute (JARC), Section 5316; New Freedom, Section 5317; and the Formula Program for Elderly Individuals and Individuals with Disabilities, Section 5310) be derived from a locally developed, coordinated public transit-human services transportation plan. The requirements of SAFETEA-LU were built upon previous federal initiatives intended to improve social service transportation coordination.

The emphasis on coordinated transportation has raised the awareness of and interest in programs that effectively implement strategies presented in the SAFETEA-LU required plans. Public transit agencies as well as social service organizations are realizing the benefits of consolidating their efforts to serve older individuals, persons with disabilities, and people with low income. The federal emphasis on human service transportation coordination has sparked a major focus on such programs at the national level. Agencies in many states that had not devoted attention and resources to coordinated transportation are now doing so. Many communities are creating mobility management programs as the focal point for coordination activities.

Human Services Transportation Coordination

Human Services Transportation Coordination primarily refers to the development of transportation delivery services, generally in conjunction between public transit and social service agencies, for three groups of people who are sometimes identified as "transportation disadvantaged."

The groups are: those seniors and people with disabilities who do not drive, as well as low income people without a reliable way to get to work.

California Coordination Efforts

In California, however, coordination of human service transportation is not a new concept. More than 30 years ago, even before the passage of the Social Services Transportation Improvement Act in 1979, there was interest in consolidated transportation. The federal coordination requirements are now placing renewed emphasis on coordination in California.

When the State passed AB 120 as the Social Services Transportation Improvement Act is commonly called, it allowed county or regional transportation planning agencies to designate one or more organizations within their areas as Consolidated Transportation Service Agencies (CTSAs). The goal was to promote the coordination of social service transportation for the benefit of human service clients, including the elderly, disabled individuals, and persons of low income. AB 120 specified advantages that can occur through service coordination of transportation as defined in California Government Code Section 15951:

- Combined purchasing of necessary equipment so that some cost savings through larger number of unit purchases can be realized.
- Adequate training of drivers to insure the safe operation of vehicles. Proper driver training should promote lower insurance costs and encourage use of the service.
- Centralized dispatching of vehicles so that efficient use of vehicles results.
- Centralized maintenance of vehicles so that adequate and routine vehicle maintenance scheduling is possible.
- Centralized administration of various social service transportation programs so that elimination of numerous duplicative and costly administrative organizations can occur. Centralized administration of social service transportation services permitting social service agencies to respond to specific social needs.
- Identification and consolidation of all existing sources of funding for social service transportation services can provide more effective and cost efficient use of scarce resource dollars. Consolidation of categorical program funds can foster eventual elimination of unnecessary and unwarranted program constraints.

The CTSA is a structure unique to California. While other states are beginning to implement coordinated transportation projects, only California has the state legislated model of the CTSA. Thus, for three decades, initiatives to coordinate human service transportation programs in the State of California have been largely guided by state legislation. There is a new focus on CTSAs as the appropriate entity to implement the federal programs that are embodied in SAFETEA-LU. Agencies that have long been designated as CTSAs and have done little with that responsibility are now stepping up to

create new programs and services. Agencies including SANBAG are seeking either to create entirely new CTSA or to designate existing organizations as CTSA to combine the State and federal programs into service delivery mechanisms that have resources and focus to achieve real coordination. A significant dialogue is underway throughout California regarding the role of the CTSA and its ability to bridge the federal and State interests.

What can a CTSA do?

While no two CTSA are structured the same or provide exactly the same services, there are common objectives to be found in all CTSA activities:

- Increase transportation options for seniors, the disabled, and persons of low income.
- Reduce the costs for public transportation.
- Identify and implement efficiencies in community transportation operations .

What can a CTSA look like and accomplish?

CTSA in California have taken on a variety of forms and within those various forms they provide a range of services. The most successful CTSA have embraced the concept of human service coordination and mobilized efforts to creatively use resources to accomplish great things in their local communities. While all forms of CTSA have the potential to achieve the objectives of the concept, evidence provided through a review of available CTSA documentation and also case studies indicates that certain structures may be more conducive to successful project implementation than others.

This Technical Paper presents a synopsis of the various alternative CTSA structural models. It defines the key concepts associated with each model with specific attention to such details as organization governance, public oversight, creative use of funds, etc. The delineation of models is supported by case studies of functioning CTSA from around California. A review of some of the higher profile agencies and also those that have surfaced as having achieved some noteworthy successes were chosen for presentation in this document.

AB 120, the California legislation creating CTSA along with the subsequent federal guidance on human service transportation coordination offers a general concept of a coordinating agency. Within that guidance is great latitude to mold the concept to the unique circumstances of a local community. The most successful CTSA have built a creative array of programs serving a broad population of persons in need. The typical

target populations include the disabled, elderly, and low-income individuals. Many studies including planning efforts in San Bernardino County have documented the substantial unmet needs of these groups. Such studies include the Human Services Transportation Coordination Plan¹ prepared by SANBAG and the Short Range Transit Plan (SRTTP)² prepared by Omnitrans. These and other studies document the extensive need for additional specialized transportation capacity or programs capable of targeted focus on these potential riders. As the definition of need is broadened to include young children and possibly other groups, the volume of need becomes even more extensive.

Well refined CTSA's have addressed the broad variety of needs in creative ways. They have typically used limited funds in creative ways to achieve substantial results. For example, efforts in other counties have included joint funding of service provided by human service agencies for their own client populations. There has been a creative use of funds in some communities by

The important consideration relative to the many functions that a CTSA can perform is that most can be offered through any of the structural models defined in this Technical Paper.

combining funding for transportation programs with other sources. Examples of non-transportation funding that are sometimes used to support transportation services include Regional Centers, Temporary Assistance for Needy Families (TANF), and Area Agency on Aging.

A very effective CTSA is an organization that serves as a broad facilitator – or champion - of transportation coordination. The role typically means that the agency is well connected in the transportation and human service community and is a leader in creating solutions to travel needs. This is often accomplished through negotiating cooperative agreements between agencies to coordinate their use of funds, acquisition of capital assets (e.g. vehicles, computer equipment, etc.), buying power for goods or services (e.g. joint fuel purchase), physical facilities such as garages and parking, or other functional elements. Service delivery can be as low profile as coordinating a volunteer driver program to managing a travel training program for use of the fixed route service to facilitation of direct service delivery through contracts with social service agencies or even private companies. The functional program options that can be provided through a CTSA will be defined in great detail in Technical Paper #2 on CTSA service functions.

The important consideration relative to the many functions that a CTSA can perform is that most can be offered through any of the structural models defined in this paper.

¹ *Public Transit-Human Services Transportation Coordination Plan For San Bernardino County*, adopted by SANBAG, December 17, 2007

² *Short Range Transit Plan FY 2008-2013*, adopted by Omnitrans, July 11, 2007

Background on CTSA in San Bernardino County

In response to the federal requirements mentioned above for preparation of a Public Transit - Human Services Transportation Coordination Plan, in 2007 SANBAG commissioned a consulting project to develop such a plan. The adopted Human Services Transportation Plan for San Bernardino County recommended creation of a CTSA as "Identified Coordination Strategy #1"³. This strategy is based upon the potential benefits cited as possible through the CTSA structure.

The Plan listed three possible structural models for consideration for implementing the CTSA in the County:

- Consolidated Transportation Service Agency (CTSA) lead by Omnitrans
- CTSA administered by an independent, nonprofit agency
- Hybrid: Independent Board with government representation; administered by private nonprofit.

The Plan cited both Paratransit, Inc. and Ride-On as examples of successful CSA's. These two nonprofit corporations have been CSA's for many years and are among the most successful in the State. Paratransit, Inc. in Sacramento has refined the concept to include such features as direct receipt of local sales tax funds and governance by a Board selected by participating public agencies. Ride-On has built its CSA activities on a multi-purpose agency providing services to the disabled as well as a wide variety of transportation functions including vanpools. Both are used as case studies in this Paper. This Paper goes further to define CSA options and uses a slightly different set of descriptions for those options. However, the key point is that the adopted Coordination Plan does call for creation of a CSA.

Also in San Bernardino County, the Expenditure Plan for the Measure I sales tax extension ordinance provides that 2% of the tax receipts be dedicated to a CSA. This provision is effective April 1, 2010. This decision was made with substantial community involvement and demonstrates the importance of the CSA to the local community. The provision is similar to the Sacramento County sales tax ordinance that provides funding for the CSA.

The availability of sales tax funds provides a solid financial basis for creating a CSA. Whichever structural model is finally chosen, this funding will provide for a steady source of revenue to initiate coordination activities.

³ *Public Transit-Human Services Transportation Coordination Plan For San Bernardino County*, adopted by SANBAG, December 17, 2007, p. 9-14.

Alternative CTSA Structure Models

The statute that enables the creation of a CTSA provides for designation of the entity by the transportation-planning agency. In San Bernardino County, this entity is SANBAG. The statute goes on to specify that each CTSA designated must be an agency other than the planning agency. The range of options for CTSA designation as defined in law are:

- a) A public agency, including a city, county, operator [transit operator], any state department or agency, public corporation, or public district, or a joint powers entity created pursuant to the... .. Government Code.
- b) A common carrier of persons as defined in Section 211 of the Public Utilities Code, engaged in the transportation of persons, as defined in Section 208.
- c) A private entity operating under a franchise or license.
- d) A nonprofit corporation organized pursuant to Division 2 (commencing with Section 9000) of Title 1, Corporations Code.

Within these broad legal definitions, a number of alternative CTSA structure models have emerged. These or possible variations are open for consideration for application in San Bernardino County. The following are the principal structural options for CTSA organizations in the County.

1. Single Purpose Nonprofit Agency: In California there are limited examples of nonprofit agencies that have been designated a CTSA that provide a wide range of transportation programs and services. The most noteworthy example of an existing nonprofit CTSA is Paratransit, Inc. in Sacramento County. This long-standing organization served as a model for the original AB 120 legislation. This nonprofit corporation was created through a community effort lead by a local champion and bringing together representatives of many human service agencies.

Access Services in Los Angeles is also a good example of a nonprofit agency that is a CTSA. This single purpose organization was created largely to manage the ADA paratransit program in LA County but was also designated the CTSA. It was created through action by public agencies to address ADA and coordination issues. Another example is Outreach and Escort of Santa Clara County. This nonprofit organization has also existed for many years and was for several years a designated CTSA. That designation was discontinued throughout the Bay Area

region in the mid-1990's and is now being reconsidered. Outreach is again applying for designation.

2. **Multi-Purpose Nonprofit Agency:** There are examples in California where a multi-purpose nonprofit agency has been designated the CTSA. This is typically a situation where a strong nonprofit organization with an effective infrastructure wishes to champion transportation issues and adds those functions to a broader list of agency activities. Ride-On of San Luis Obispo is an example of this form of organization. Ride-On was originally the United Cerebral Palsy (UCP) affiliate in San Luis Obispo and still serves in that capacity in addition to its transportation responsibilities. There are many examples of nonprofit organizations in California and other states that have created major transportation programs under an umbrella that includes nutrition services, housing programs, food banks, and other common human service functions. In the State of Washington there are several examples of large agencies that have multi-purpose structures.
3. **County Government:** In many California counties, transportation services are provided by the County. Often this includes providing public transit services. This is a common structure in smaller or rural counties. Several counties have been designated CTSA's. Often though not always, transportation services are provided through the public works department. Counties such as Glenn and Colusa are examples of this form of CTSA.
4. **Public Transit Agency:** In some California counties the local public transit agency has been designated the CTSA. This applies to both legislated transit districts and to Joint Powers Authority (JPA) agencies. It is typically in smaller counties that the transit agency has been designated. Examples of transit agencies that are CTSA's are El Dorado Transit, Eastern Sierra Transit Authority (Bishop), and the Mendocino Transit Authority. All of these are JPAs.

TDA: Legal Setting for CTSA's

The legal basis for establishing and managing CTSA's is contained in the California enacted Transportation Development Act (TDA). This broad set of California laws and regulations concerning transportation funding and management contains the various provisions governing CTSA's. The CTSA portion of the TDA is a relatively small part of a much larger body of law concerning funding for all modes of transportation and certain specific funding sources available to all counties for transportation purposes.

The two funding sources included in TDA are:

- Local Transportation Fund (LTF): derived from a ¼ cent of the general sales tax collected within the county
- State Transit Assistance Fund (STA): derived from the statewide sale tax on gasoline and diesel fuel.

The portion of the Act creating CTSA provides that such agencies are eligible to claim up to 5% of the LTF for community transportation purposes.

The Act also specifies the process through which a CTSA may be designated. The organization responsible for designating a CTSA is the transportation-planning agency. In San Bernardino County that agency is SANBAG. SANBAG has the authority to designate one or more CTSA in the County. The transportation-planning agency may not designate itself as the CTSA. In designating a CTSA, it may promulgate regulations specific to the CTSA as well as the duration of the designation. The length of CTSA designation varies throughout California. For a number of CTSA, the term of designation has evolved over time. For example, Paratransit, Inc. in Sacramento was designated the CTSA in 1981 for a one year period. This designation was reviewed and extended later in multi-year increments. In 1988, the designation was extended “without a time limitation.” This designation has continued to this day.

The TDA defines the CTSA Designation Process:

- *Transportation Planning Agency designates one or more CTSA*
- *The Transportation Planning Agency may not designate itself*
- *The Transportation Planning Agency can set the duration of the designation*
- *The Transportation Planning Agency can develop regulations specific to the CTSA*

Oversight of a CTSA is also established in the TDA. Claimants for TDA funds are subject to two audits. First is an annual fiscal audit that must be submitted within 180 days of the close of each fiscal year. The second is a triennial performance audit. This periodic audit conducted according to specific guidelines, evaluates the performance of a TDA claimant and could serve as the basis for determining the future of a CTSA.

An area of CTSA oversight that is not contained in the TDA law and regulations is the local governing structure of the designated agency. If a CTSA is a public agency, the governing board of that agency would traditionally oversee receipt and expenditure of public funds. Since a CTSA can be a County, a transit agency, or other government agency, it would be subject to the scrutiny of a board that is otherwise responsible for fiduciary oversight. A CTSA may also be a nonprofit corporation. The governing structure may vary substantially among nonprofit corporations. Many traditional charitable nonprofit corporations have self-appointing boards. This typically means that interested members of the community may be appointed to the board by the sitting board members. Ride-On in San Luis Obispo is an example of this type of governing structure. Details of Ride-On's governing structure are contained in its case study below.

There is precedent in California for a nonprofit corporation to have a board of directors whose make-up is governed by other action associated with its structure. Paratransit, Inc. began as a traditional nonprofit corporation with a self-appointing board. Later in its evolution, local agencies formed an agreement associated with Paratransit's designation as a CTSA that included specific appointing authority to local governmental jurisdictions. This revised structure provided the desired level of oversight at the local level. Details of the Paratransit governing structure are contained in its case study below.

Community Setting for a CTSA

As specified in AB 120, a CTSA is intended to make more efficient use of existing resources in the provision of transportation services. There was a strong emphasis on human service transportation in the original legislation. The advent of the federal emphasis in 2005 with the mandate for a Human Services Transportation Coordination Plan further strengthened the focus. Two of the programs tied to the Coordination Plan for funding approval are the Job Access and Reverse Commute (JARC) and the New Freedom (NF) programs. These programs have been created to provide transportation services that go beyond traditional transit services. The JARC program is directed at the needs of low income individuals while the New Freedom program is directed at services for the disabled that go beyond ADA paratransit. In both cases, the focus is on non-traditional transportation services.

Though coordination efforts have existed to some degree for many years, there has been a long running debate in many communities as to whether the transit agency truly understands the needs of the human service community. A level of distrust has sometimes existed between community agencies and large transit operators. This may be based upon a lack of understanding of the missions of each type of organization. In order for a coordination program to be successful, one characteristic has proven to be absolutely essential. That is a true dedicated champion of human service coordination. Because "coordination" by definition implies organizations working together to achieve

common goals, a lack of trust will likely prevent any true inter-agency coordination. Years of experience in some communities have demonstrated what can be achieved through mutual agency respect and understanding. In cases around the State where little success has been achieved in coordination, a likely missing ingredient is a true dedicated champion.

The human service transportation community is made up of a variety of agencies many serving very specific population groups. They range from very large agencies such as the Regional Center to small agencies operating sheltered workshops or group homes. Being effective in offering services to such a diverse community requires both sensitivity to the variety of special needs and also an understanding of the larger framework of government programs and service options. Successful CTSA's have bridged that gap. Agencies that have focused on the large world of public transit or the collection of smaller agencies in the social service world to the exclusion of the other have not performed as well.

Statewide, CTSA's were created in 1979, when the state legislature passed Assembly Bill 120, "Social Services Transportation Improvement Act."

The vision behind creating the CTSA model was to foster coordination among existing social service transportation providers that would yield cost saving benefits.

CTSA Structure Models – Case Studies

Overview

Innovative Paradigms has supplemented its own direct experience with CTSA models with a substantial amount of research on the alternative structural models currently operating in California. An in-depth case study focusing on structural details has been prepared as an example of each of the major options.

In selecting the case study organizations, Innovative Paradigms reviewed all known CTSA in California. The list that is available may not be complete and therefore somewhat out of date. Because the requirement to submit regular CTSA reports to Caltrans was eliminated several years ago, there is no central database or reporting point for CTSA information. Thus the consultants based their selection of case study options on a review of the list and their knowledge of existing operations.

Option 1: Single Purpose Nonprofit Organization



Paratransit, Inc. – Sacramento

Organization Structure Summary

CTSA Designation: 1981
 Organization Type: 501(c) 3 corporation
 Board Structure: 9 member board of directors, established through the Four Party Agreement

Paratransit, Inc. is a nonprofit transportation agency originally incorporated in July, 1978. The agency's incorporation, built on the emerging concept of human service transportation coordination, was an early attempt to demonstrate the potential benefits of service coordination and the centralization of service delivery functions and administration under one organization.

Soon after its incorporation, Paratransit, Inc. served as a model for legislation being authored by the Assembly Transportation Committee to encourage coordination statewide. Assemblyman Walter Ingalls authored Assembly Bill (AB) 120, the Social Service Transportation Improvement Act. This landmark legislation included a provision calling for the designation of a Consolidated Transportation Service Agency (CTSA) in each California county. Paratransit, Inc. was the first such agency designated in California.

Paratransit was designated the CTSA in the Sacramento area on July 16, 1981. At the same time it was authorized to claim up to the full 5% of TDA funds authorized under the law. The initial CTSA designation was for one year. Later designation periods varied between one and three years with the term typically becoming longer as the community became confident in the performance of the organization. In 1988, the CTSA designation was set without time limitation subject to rescission for performance issues.

Paratransit operates as a nonprofit CTSA in a partnership with Sacramento Regional Transit District (RT). The two organizations are well respected in regional decision making in the Sacramento area serving together on the

Sacramento Area Council of Governments (SACOG) Technical Coordinating Committee that oversees funding allocations. Paratransit has formal ties to RT on two levels. First, RT has the authority to appoint two members of the Paratransit Board of Directors (see Governance below). Further, Paratransit provides all complementary ADA paratransit service within the RT District under a collaborative agreement with RT. Paratransit's operation of the CTSA in parallel with the ADA service allows for maximization of service through unique agreements with many other community agencies.

Paratransit, Inc. Governing Structure

Paratransit was initially incorporated with a self selected and appointed Board of Directors. This model is common among human service organizations. The initial Board Members were mostly senior staff (Executive Directors in most cases) of other community organizations in the Sacramento area. These incorporating Directors had worked through the issues surrounding creation of a new single purpose transportation organization and thus supported the concept and direction. Within three years of its incorporation, Paratransit was receiving increasing amounts of local government funding. The major local jurisdictions then chose to institutionalize the governance of the agency through what became known as the Four Party Agreement. Parties to this agreement are the City of Sacramento, County of Sacramento, Sacramento Regional Transit District, and the Sacramento Area Council of Governments (SACOG). This agreement set forth terms concerning Board structure, financial commitments, asset transfers to Paratransit, oversight by the Sacramento Area Council of Governments, etc. The Four Party Agreement has served as the structural guide to the CTSA ever since.

The critical provision of the CTSA designation concerned the agency's governing structure. The Four Party Agreement set forth the required Board of Directors makeup and appointing structure. A nine member Board was established to replace the original self-appointing Board. The Board today is made up as follows.

- Two members appointed by the City Council, representative of the general public (non users).
- Two members appointed by the County Board of Supervisors, representative of the general public (non users).
- Two members appointed by the Board of Directors of the Sacramento Regional Transit District.
- One member appointed by SACOG representing any city or county with which Paratransit contracts for service.

- Two members, one appointed by the City Council and one appointed by the County Board of Supervisors, representing the user community.

CTSA Operating Details

Paratransit, Inc. operates a large array of programs under the mantle of the CTSA. Most are directly related to the objectives for a CTSA outlined in the original AB 120 legislation.

The most noteworthy of the Paratransit CTSA programs is its partner agreements with local community agencies. For many years, Paratransit has refined the concept of shared cost contracting wherein the partnering organizations each contribute a portion of the cost of service for specific client populations. Working with 15 local agencies today, Paratransit contributes some of the funds it derives from TDA Article 4.5 and the local option sales tax (Measure A) to a funding mix with the agencies, which result in the agencies transporting their own clients at far lower cost and higher service quality than through the standard ADA paratransit service (which Paratransit, Inc. also operates under contract to Sac RT). This highly successful program has dramatically increased system capacity over what could be funded through the traditional ADA paratransit program. It serves as a cornerstone of Paratransit's CTSA functions.

In addition to partnership agreements with local human service organizations, Paratransit has operated a maintenance program for its own vehicles and for those of other community agencies. Today this operation, dating back 30 years, provides services for over 50 organizations ranging from local nonprofit human service agencies to Sacramento State University to private Medicaid transport operators.

For many years, the agency has operated a large travel training program aimed at training individuals, many developmentally disabled, to ride the fixed route transit service. This program has recently expanded in other regions including Spokane, Washington, San Joaquin and Santa Clara Counties in California, and Honolulu, Hawaii. Over the years this program has trained thousands of individuals to ride the bus, thus saving an enormous expenditure on ADA paratransit service.



Access Services (ASI) – Los Angeles

Organization Structure Summary

CTSA Designation: 1994
Organization Type: Non-profit public benefit corporation
Board Structure: 9 member board of directors

Access Services Incorporated (ASI) was established in 1994 and was designated as the Consolidated Transportation Services Agency (CTSA) for Los Angeles County by LACMTA (Metro). ASI is a public nonprofit corporation and as the CTSA, administers the Los Angeles County Coordinated Paratransit Plan on behalf of the County's 43 public bus and rail operators. ASI facilitates the provision of complementary ADA paratransit services under the name "Access Paratransit."

In its role as Access Paratransit, ASI enters into and administers federally funded regional contracts with independent private transit providers. The agency also leases vehicles to the regional providers at \$1 per month to help facilitate the provision of service under the contracts. In total, the Access Paratransit system provides more than 2.3 million rides per year to more than 74,000 qualified disabled riders in a service area of over 1,950 square miles. Access Services receives its funding for these services from Proposition C sales tax, Federal 5310 grants and fare box revenue.

As the designated CTSA in Los Angeles County, ASI is in charge of the development and implementation of regional coordination of social service transportation to seniors, persons with disabilities, the young, and the low-income disadvantaged.

ASI operates as the ADA provider offering complementary service to the fixed route operations of LACMTA and local municipal operators. Its governing structure is separate from that of LACMTA but provides for the transit agency to appoint one of its Board members.

Access Services Governing Structure

ASI is governed by a nine-member board of directors with one appointment by each of the following.

1. Los Angeles County Board of Supervisors
2. City Selection Committee's Corridor Transportation Representatives
3. Mayor of the City of Los Angeles
4. Los Angeles County municipal fixed-route operators
5. Los Angeles County local fixed-route operators
6. Los Angeles County Commission on Disabilities
7. Coalition of Los Angeles County Independent Living Centers
8. Los Angeles County Metropolitan Transportation Authority
9. Alternating appointment by the municipal and local fixed-route operators

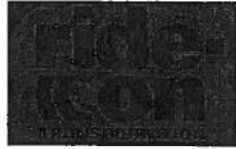
CTSA Operating Details

Access Services performs a variety of functions as the CTSA. In 2009, ASI will sponsor over a dozen workshops in conjunction with Caltrans, CalACT, the National Transit Institute, and other organizations. These professional development opportunities are available to public and non-profit agencies providing specialized transportation in Los Angeles County and their employees/affiliates (private sector applicants). Most of these programs are low or no cost and are subsidized by Access Services CTSA program.

In addition to training and education, ASI provides brokerage services, technical assistance, joint procurement, and travel training under the auspices of the CTSA.

For FY 2009-2010, the CTSA portion of the ASI Budget is projected to be \$223,103, which represents 0.24% of the agency's total operating costs of \$92,350,473.

Option 2: Multi-Purpose Nonprofit Corporation



United Cerebral Palsy – Ride-On of San Luis Obispo

Organization Structure Summary

CTSA Designation: 1988
Organization Type: 501(c) 3 Corporation
Board Structure: 14-member board of directors, as set forth in the agency's by-laws

Ride-On of San Luis Obispo was designated the CTSA for San Luis Obispo County by the San Luis Obispo Council of Governments (SLOCOG) in 1988. Ride-On is a subsidiary of United Cerebral Palsy of San Luis Obispo, a nonprofit corporation. The agency operates various programs for disabled individuals under the auspices of UCP, various transportation programs under its CTSA umbrella, and is also the Transportation Management Association (TMA) for San Luis Obispo. While this multi-purpose approach to service provision is not unusual among nonprofit human service organizations, CTSA designation is not a common element of this structure. It has been applied successfully in the Ride-On example and in selected other organizations throughout California. Many multi-purpose nonprofit corporations provide some transportation as part of their overall array of services. Within California there are at least three other such agencies that have been designated as CTSAs.

Ride-On's CTSA designation is in perpetuity unless rescinded by SLOCOG. It is not required that the status be renewed or reexamined at any set interval.

Regional transit service in San Luis Obispo is provided by the Regional Transit Authority (RTA). RTA has historically used a competitive process to select a private contractor to operate both fixed route and ADA paratransit services. Ride-On does not operate the ADA service. RTA recently changed its method of deploying transit service by taking operations in-house and operating service with its own employees. There is a close working relationship between RTA and

Ride-On with both agencies working closely with the San Luis Obispo Council of Governments (SLOCOG) to meet transportation needs.

Ride-On Governing Structure

Ride-On (UCP) is governed by a 14-member board of directors. The Board is self-appointing which is a common form of governance for nonprofit corporations. The existing Board of Directors selects its members according to provisions in its own adopted corporate by-laws. Oversight of the corporation for transportation purposes is provided in large part through provisions of the Transportation Development Act (TDA) that accompany designation as the CTSA. In particular, a CTSA is subject to the triennial performance audit requirements that apply to all organizations receiving TDA funds. Ride-On has undergone a TDA audit every three years as directed by SLOCOG.

CTSA Operating Details

Over half of the funds used by Ride-On to support transportation are provided through a contract with the Tri-Counties Regional Center. Ride-On provides service through this contract to developmentally disabled individuals to programs throughout the San Luis Obispo area. According to the most recent performance audit, over 86% of all Ride-On passengers were Regional Center riders. Other funding is derived from TDA Article 4.5 funds. Ride-On receives 4.5% (instead of the maximum 5%) of the available TDA funds. The allocation of 4.5% of TDA funds to Ride-On is a SLOCOG decision that dates back several years. From time to time, SLOCOG has considered raising the percentage to 5% but has not done so.

Ride-On has been able to integrate various transportation services into a coordinated operation thus achieving certain operating efficiencies. Among its various programs, some passengers are co-mingled to enhance productivity.

Option 3: County Government

A number of counties in California have been designated as CTSAs. However, it has been difficult to select a representative example of a county CTSA for a variety of reasons. Many of the counties that are also CTSAs are rural and have relatively small populations. Examples include Glenn County, Alpine County, Colusa County, Tulare County, and Toulomne County. In these rural counties, it is typically the Public Works Department that manages the CTSA. The CTSA

activities are limited and, if any are performed, are typically folded into the transit operation that is also operated by the counties in most cases.

An exception to this structure is Imperial County. This large geographic area has a population of approximately 150,000 spread over a very large area. Imperial County was dealt with in unique fashion by the legislature with the creation of CTSA's. In nearly all counties, the designating authority is the transportation-planning agency. This could be a Metropolitan Planning Organization (MPO), a regional transportation-planning agency (RTPA), or a transportation commission. In the case of Imperial County, the legislature authorized the County to instead designate the CTSA. The County then designated the Imperial Valley Association of Governments (IVAG) as the CTSA. Thus IVAG manages the unmet needs process which is a part of TDA as well as features of the CTSA.

As we talked about yesterday, we would include pros vs cons, correct? And also is there any budget detail or information available?

Option 4: Public Transit Agency (District or Joint Powers Agency)



Mendocino Transit Authority

Organization Structure Summary

CTSA Designation: 1981

Organization Type: Transit Authority

Board Structure: 7 member board of directors as set forth in the JPA

The Mendocino Transit Authority (MTA) is a Joint Powers Agency created in 1975 to provide transportation services within Mendocino County. The agency was designated as the CTSA for Mendocino County in 1981 by the Mendocino Council of Governments (MCOG).

The designation was accomplished through the use of a Minute Order by the COG and has been in effect since 1981. MTA has not had to re-apply in order to maintain its status as CTSA.

Mendocino Transit Authority Governing Structure

The MTA Board has seven appointed members.

- 3 appointed by the County Board of Supervisors
- 1 appointed by the City of Ukiah
- 1 appointed by the City of Point Arena
- 1 appointed by the City of Willits
- 1 appointed by the City of Fort Bragg

Membership on the JPA does not require a board member to be an elected official. Currently, about half of the membership consists of elected officials.

CTSA Operating Details

The Mendocino Transit Agency as the CTSA works with several social service programs to ensure transportation services are available. The CTSA makes available approximately 16% of the Mendocino County's TDA funds to six locally-based senior centers to support their transportation services. In addition, MTA works with other social service agencies without providing financial support for their programs. MTA has been supporting senior transportation programs for nearly 30 years.

MTA as the CTSA in Mendocino County works with the following human service agencies.

1. The Ukiah Senior Center

MTA supports the senior center with its vehicles in a number of ways. It purchases, maintains, and provides secure parking for its vehicles. All of the senior center's vehicles were purchased with federal FTA 5310 funds.

2. Redwood Coast Seniors

The operating cost for transportation services is approximately \$172,000. About 86% of the budget comes from TDA funds. The target fare box recovery is 12% of the budget, but the gap is offset with general funds.

3. South Coast Senior Center

MTA will procure a replacement vehicle for the center, which has additional seating capacity. In addition to TDA funds, the center uses its general funds to pay for transportation expenses.

4. Community Resources Connection

CRC uses a Dodge Caravan leased from MTA for one dollar per year.

In addition, the CTSA has projects with Mendocino County Department of Social Services, Redwood Coast Regional Center, Consolidated Tribal Health, Round Valley Indian Health Center, Hey Taxi, and Transportation Plus.

FY 2007-2008 CTSA Funding for Senior Centers was \$437,384 and was derived from the available TDA funds from MTA.

Advantages of Alternative Models

Overview

The level of success of a CTSA can be determined by applying a number of criteria or characteristics. There is such great variation between CTSA's that the application of criteria is a somewhat subjective exercise. However, this process does provide some basis upon which to evaluate the impact of a particular organizational approach. There has never been a thorough study done to compare CTSA's across the State. With the elimination of the State reporting requirement many years ago, no centralized reporting of experience is available upon which to base a comparison.

The study team has thus used its own research and experience with a significant number of CTSA's to create a set of analytical criteria for use in evaluating in a general way the level of performance of the different models. Careful examination of the organizations cited as case studies in this report as well as familiarity with other CTSA organizations not cited here serves as the basis for identification of comparative criteria.

Comparative Criteria

The study team has identified the following criteria as features that characterize an effective CTSA:

Status in Transportation Decision Structure: Does the CTSA have standing in the local transportation decision making structure comparable to other agencies in the community?

Coordination as a Purpose for Existence: Does the CTSA have as one of its primary purposes for existence the coordination of transportation services?

Partnerships: Has the CTSA created partnerships with other organizations in the community including human service organizations, transit operator(s), government jurisdictions, funding agencies?

Funding Creativity: Has the CTSA demonstrated creativity in developing funding relationships between programs, funding agencies, sources of funds, etc.?

Capacity: Has the CTSA successfully increased the capacity of the transportation system by creating new service, bringing more vehicles

and services into the system, deploying resources in a manner that maximizes utilization of capacity that already existed in the system?

Service Quality: Has the ride quality of the consumers improved through the actions of the CTSA as measured by reduced ride time, improved consistency of pick up and drop off schedules, perceived security of the service delivery?

Leadership Commitment: Has the organization and/or its senior leadership demonstrated a passionate commitment to coordinating services among agencies in the community on a consistent basis?

Applying these criteria to the evaluation of CTSA effectiveness serves as a basis for determining the overall success of a particular model and should be used in making decisions relative to the selection of a model in the San Bernardino Valley. The table on the following page presents the application of these criteria to the agencies identified as case studies to serve as a comparative basis for decisions in San Bernardino.

Criteria Used to Evaluate CTSA Effectiveness

	Status in Decision Structure	Human Services Coordination a Priority	Creation of Partnerships	Creativity in Funding	Increase in Capacity	Service Quality	Leadership Commitment
<i>Paratransit, Inc.</i>	Major partner in decisions	Top priority for existence	Major role in agency mission	Extreme creativity demonstrated	Major increase in capacity created	Major quality improvements	Total commitment
<i>Access Services</i>	Major partner in decisions	Major role in agency mission	Modest role in agency mission	Modest creativity demonstrated	Minor increase in capacity demonstrated	Minor quality improvements	Modest commitment
<i>Ride-On</i>	Secondary partner in decisions	Major role in agency mission	Modest role in agency mission	Modest creativity demonstrated	Minor increase in capacity	Modest quality improvements	Major commitment
<i>County Government</i>	CTSA not typically part of decisions	Minor role in agency mission	Minor role in agency mission	Minimal creativity demonstrated	Minor increase in capacity	Minor quality improvements	Minor commitment
<i>Mendocino Transit Authority</i>	Partner within the context of transit service	Modest role in agency mission	Modest role in agency mission	Modest creativity demonstrated	Minor increase in capacity	Minor quality improvements	Modest commitment

Findings Regarding Alternative Models

The application of the above criteria is useful in narrowing the focus on alternative possible CTSA structures. It is clear that on a long-term basis, the organizations that have accomplished the most in the field of coordination are those for which coordination is a primary purpose. For this discussion coordination is meant to include the full range of possible services that a CTSA might provide. These could include interagency partnerships, maintenance coordination, grant management, and many other functions. The commitment to coordination would be demonstrated by the position in the organization structure that is held by the CTSA. For example, in many rural counties in California that are CSAAs, the function is assigned to a transit department which is a division of a Public Works Department within the overall County government. Such positioning can (and in most actual situations has) resulted in little or no effective results of the CTSA designation.

The status of the CTSA in the decision making structure of the community is another important measure of the stature attributed to coordination. If the CTSA organization has status in the community transportation decision structure comparable to other agencies, then that is a good example of its relative importance. Such status would be reflected in representation on committees, role in grant prioritization, or other actions commensurate with its “seat at the table.” The effective CSAs typically are specifically represented in such decisions.

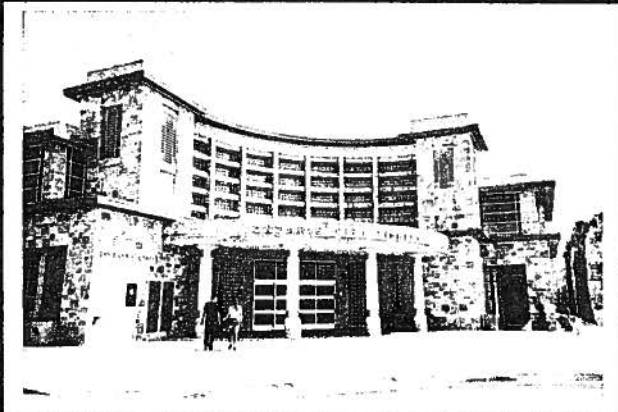
Creativity can be demonstrated in a variety of ways. Some of the most notable among CTSA organizations would be funding collaboration where such sources as Federal Transit Administration program funds are combined with non-transportation funds to create new services. Non-transportation sources often include TANF, Agency on Aging, and Regional Center funds. Creative packaging of grants can leverage funds to the “critical mass” often necessary to produce results.

Service quality is also a common characteristic of a successful CTSA. This criteria is manifest in consumers experiencing shorter ride times on vehicles, more consistent pick up and drop off times, and personalization of service delivery that is often not present in such services general ADA paratransit. Some of these measures are actually quantifiable in successful CTSA operations.

Perhaps the single most important criteria evident in successful CSAs is passionate commitment by the organization and often the leadership of the agency itself. There are some notable examples in California of agencies that have pursued the mission of a CTSA in a truly zealous manner. The process of creating a CTSA in San Bernardino should have as one of its guiding tenets the intent to capitalize on demonstrated passion as a key ingredient in the final organization structure.

A review of the CTSAs around the State when measured by the criteria above suggests that agencies created for the primary purpose of coordinating transportation have been the most successful in delivering results. The nonprofit models cited have gained recognition in many forums for their measurable successes. The communities in which they operate have exhibited their commitment to the principles of coordination by positioning the agencies as important contributors to decision making in those communities. Most of the County models have accomplished little due largely to their relative lack of stature in the decision mix. Similarly the transit agencies that are CTSAs have accomplished some coordination but because their larger mission is to maximize service to the general public, relative success has been limited.

In forging a structure for the CTSA for the San Bernardino Valley, it will be critical to designate an organization (either new or within an existing structure) that will be positioned to rank highly according to the above criteria and in particular organizational passion. Further, the organization will need as structural features a governance structure that provides the oversight necessary to ensure compliance and maintain focus on success.



Design Study for the Creation of a Consolidated Transportation Services Agency for the San Bernardino Valley

Technical Paper II:

CTSA Functions

Draft Sept. 9, 2009



Innovative Parad gms

a division of paratransit inc.



Project Overview

Technical Paper 2: Functions of a CTSA is a companion document to the first technical paper issued by Innovative Paradigms, which detailed CTSA *structure* options. The first paper, Technical Paper 1: CTSA Structures, discussed the various alternative organizational configurations that can be used to create a CTSA. Among those presented were:

- stand-alone nonprofit agency dedicated to transportation
- multi-purpose nonprofit agency also providing transportation services
- government agency such as San Bernardino County
- transit agency such as Omnitrans

Each structural option has its benefits and limitations as discussed in the first Paper.

Technical Paper 2: Functions of a CTSA presents a wide range of technical or service functions that can be performed or provided by a CTSA. The range presented here is extensive and reflects most of those currently provided by CSAAs throughout California. However, there may be additional functions that can be provided depending upon the creativity of the CTSA. Generally speaking, any of the CTSA functions described in this paper can be provided under any of the alternative structures discussed in Technical Paper 1: . The functions described herein are programs or activities that

- are services provided by the CTSA
- are coordination efforts sponsored by the CTSA
- can range very widely from merely facilitating creation of a cooperative agreement between agencies to operating services directly using a variety of resources.

Numerous functions are discussed below. Each description includes an overview of the way the function works, what are the potential benefits of the function, and how might the cost of the function be structured.

Service Functions of a CTSA

The actual functions or services provided by a CTSA and the methods through which they are delivered can vary widely. One major influence on the overall effectiveness of a CTSA is the amount of available funding that the organization has to manage or direct. Some funds that can be “influenced” by a CTSA do not have to actually flow through the agency. This concept will be discussed as it relates to certain of the functions presented.

Service Delivery

Agency Partnerships

One of the most effective tools for implementation by a CTSA is partnering with community agencies to deliver trips more efficiently and at lower cost than can be done through traditional ADA paratransit service. An underlying concept in partnership agreements is **shared cost contracting**. This concept has proven very effective in many communities and is now being replicated in others both within and outside California. This approach to service delivery builds on the resources of community agencies and offers partial support of their transportation through subsidized maintenance, insurance, or other technical contributions. The resulting service is far less expensive than traditional door-to-door service commonly provided today under ADA guidelines. Since virtually all clients of these agencies would be ADA eligible, they could simply be added to the growing numbers of riders needing that service. Instead, agency clients are carried on agency vehicles more efficiently and at lower cost. Higher quality service for the client also results from the dedication of the agency to its clients, the stability of routine pick up and drop off schedules, and the often shorter trip length due to proximity of individuals to programs.

The goal of partnership agreements is to empower social service agencies to provide transportation services to their clients, thus moving individuals who would qualify for ADA service to lower cost alternatives. There are many examples of successful partnerships. The concept has been pursued vigorously in Sacramento for many years. It is now being replicated in San Joaquin County and in Honolulu, Hawaii. An example of the success of a partnership is the Asian Community Center (ACC) in Sacramento. In FY2008, using two “retired” vehicles provided by Paratransit, ACC relied on a cadre of 55 volunteer drivers to provide nearly 8,000 trips – at a fraction of the cost of comparable dial-a-ride type service.

Partnership agreements are unique, just as each partner is unique, with variations in staff size, number of drivers, geographical area served, and client populations. There are common elements in the partner relationships, however, as outlined below:

COMMON ELEMENTS IN CTSA PARTNERSHIP AGREEMENTS

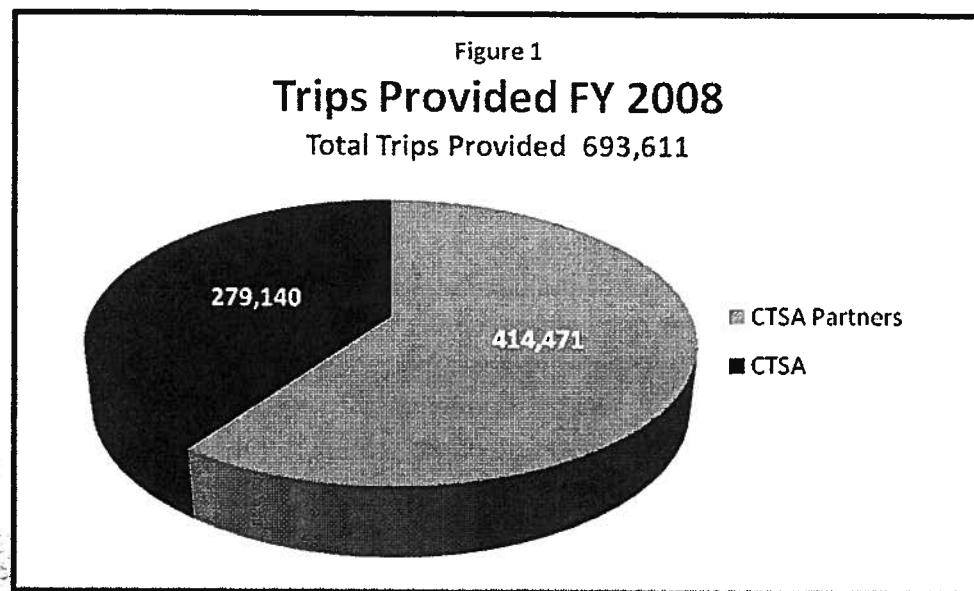
Resource	Provided by	
	CTSA	Partner Agency
Vehicle		
Loaner Vehicle		
Driver		
Driver Training		
Insurance		
Fuel		
Maintenance		
Scheduling		
Dispatch		
Client Eligibility		
Mobility Training		

Agreements are tailored to the unique circumstances of each partner. Agencies are unique on the basis of their clientele, resource base, territory served, or other factors. In some cases, the CTSA provides additional services such as driver training, fueling, or travel training. The elements listed in the table above are illustrative of the concept that various service components could be provided by either party depending upon the resources of that organization.

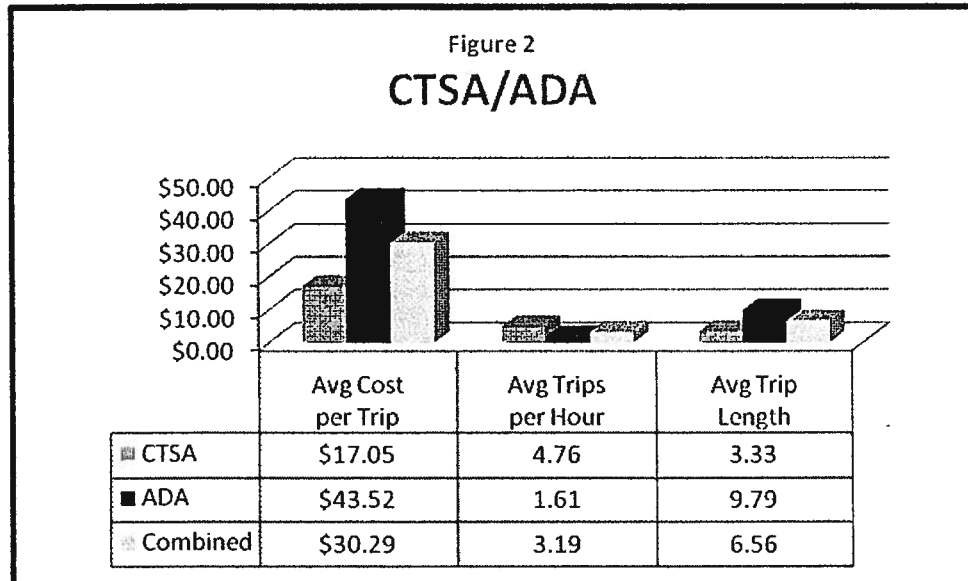
The transportation service created through CTSA Partner Agreements is very efficient and highly cost effective, especially when compared to traditional ADA paratransit service. The overall effectiveness of the model can be multiplied when it is done in combination with the regular ADA service. Where this model of joint service provision under the management of the CTSA has been implemented, the overall efficiency of the combined services is far greater than when the services are performed separately. With responsibility for both services, a CTSA providing ADA service is in a unique position to design

services that meet a range of productivity and cost effectiveness measures. Because nearly all CTSA passengers are ADA eligible individuals, they could easily be put onto the ADA service. However, a CTSA can work with the major agencies in the community to create agreements whereby the agency clients are served by their organizations with dramatic results in overall cost and service quality.

In one example of this joint service delivery model, Figure 1 below shows the total number of trips provided in FY 2008 in Sacramento, comparing ADA trips provided by the CTSA to trips provided by the CTSA Partner Agencies.



As illustrated in Figure 2 on the following page, CTSA provided transportation results in higher productivity, lower costs and shorter trips. In Sacramento in 2008, the average cost per ADA trip provided was \$43.52. This is typical of large ADA paratransit operators in the United States. Also typical, productivity of the ADA service is a relatively low 1.61 per hour. Yet the CTSA statistics reveal the dramatic efficiencies of coordinated service.



Working with its human service agency partners, the CTSA recorded more trips on CTSA service at a dramatically lower \$17.05 per hour. The average cost per trip provided for all ADA and agency trips combined was \$30.29. This illustrates the dramatic impact on cost effectiveness of the combination of two types of service: by providing over half of the potential ADA trips through creative partner agreements with human service agencies a much lower overall cost was achieved than if all trips had been provided through regular ADA service.

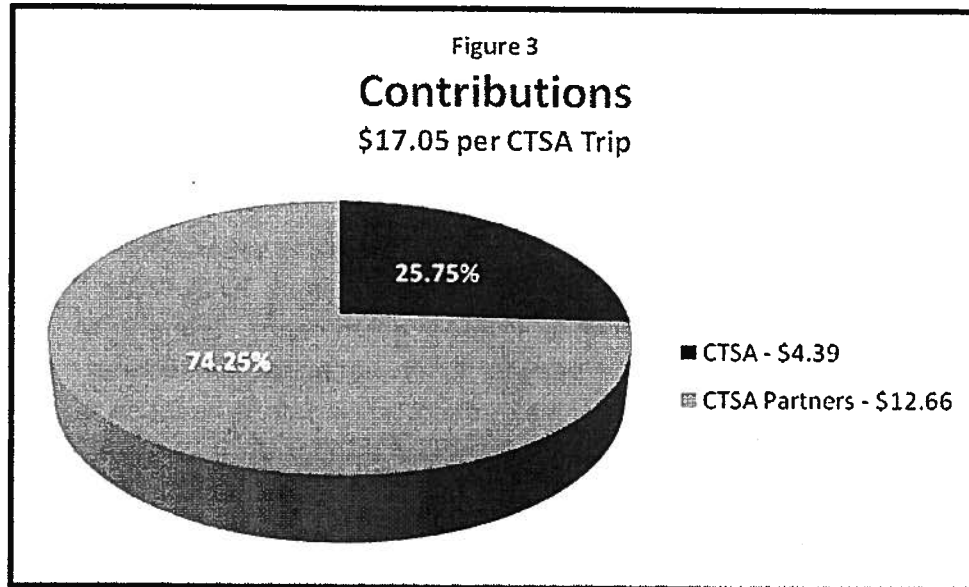
In addition to an overall lower cost structure typical of the partner human service organizations, the lower cost per trip results directly from the far greater productivity of the partner services. Contributing substantially to this productivity level is the much shorter average trip length of the agency services and the agency's ability to work with clients to most efficiently schedule rides.

There are two advantages to transit operators of this type of CTSA coordination program.

- By moving trips off ADA service, the 50% subscription cap in any given time period on ADA demand response service, which may cause service denials under ADA, can be avoided.
- Reporting of CTSA agency trips can bring more federal funding into a region through formula programs.

Funding CTSA Partner Agreements

Coordinated transportation projects rely on contributions from both the CTSA and the CTSA Partner. The goal is to create or enhance transportation programs that are operated by human service agencies, using resources such as drivers that are provided by the agencies. The CTSA contributes capital equipment, expertise, and other in-kind support.



Using data from Sacramento, the chart in Figure 3 above shows the cost per trip contributions from the CTSA and its CTSA Partners for fiscal year 2008.

In FY 2008, the average cost of a trip provided by CTSA Partners was \$17.05. Of that, \$12.66 was provided by the Partners and generally included driver wages and benefits, administration, etc. The CTSA's contribution was \$4.39, which covered expenses for items such as vehicle maintenance, fuel, insurance, and administration. Many CTSA Partners are nonprofit agencies that must find very efficient methods to deliver services with limited funds. One of the techniques used by several agencies is to train professional staff members to drive buses. These staff members then drive clients to programs in the morning, work in the agency with clients in another capacity throughout the day, and return to driving at the end of the day. The "transportation expense" is generally limited to the time that the employee is driving clients.

Travel Training

Travel or Mobility Training is not a new idea. However, few if any agencies have the depth and breadth of experience operating travel training program as does Sacramento's CTSA. Over the past three decades, using both group and individual training methods, the CTSA has successfully trained over 10,500 clients to use fixed route instead of more costly paratransit service.

Since 1982, Paratransit, Inc. has logged more than 200,000 hours working with older adults and individuals with physical, mental, or developmental disabilities. The agency has designed, implemented and managed programs in California and Washington State, and has advised public and non-profit agencies in transit districts across the country.

Travel training programs involve more than showing a customer how to get on and off a bus. Individual assessments allow trainers to evaluate the needs of each client and determine their level of competency. Some ADA riders with cognitive disabilities receive training for one specific trip such as to and from work. Other clients may never have used public transit because they had their own car. Travel training for these people may include how to read and use a transit map; how to board and pay a fare; where to catch the bus; and how to signal for a stop and de-board. The goals of any program, however, are to provide more transportation options to customers and reduce the demand for high cost paratransit service.

Maintenance

A major program function that can be performed by a CTSA is coordinated maintenance. In such a program, a central maintenance provider operates a garage servicing a broad range of vehicles. Participation in the maintenance program is voluntary but brings with it such benefits that it is appealing to community agencies from a business perspective. Typically, there are many advantages to the social service community in participating in a program designed to meet its unique maintenance needs. A primary benefit is the overall safety of the CTSA fleet. With services being provided according to rigorously structured maintenance standards, overall fleet safety is ensured. The central provider works with agency customers to ensure compliance with such requirements as CHP inspections and all OSHA regulations.

Other organizations have proven the effectiveness of a coordinated maintenance program. When the concept is being introduced, it is common to consider that the provider will actually make money on the program. This can be a portion of

CTSA services that can go beyond being self-supporting on an on-going basis. The concept has been in practice for many years in Sacramento with great success for the provider and the agency customers. There is no particular limit on the range of customers to which these services can be made available. While beginning with the human service community, the concept can be broadened to include a wide range of customers. The State of California has even done maintenance business with a CTSA.

A key point in creating a coordinated maintenance program is not necessarily that it saves participating agencies money. It may do so depending upon how the business is set up and how carefully managed. However, even if the cost is comparable to other maintenance options, the many other benefits of a program unique tailored to the needs of the agency customers makes such a program appealing. While maintenance is intended to be self-supporting or profitable, some CTSA funding may be worth investing to procure equipment, establish the business, and cover cash flow.

There are many reasons why a coordinated maintenance program can be beneficial to the human service community. These are discussed below.

Specialized Expertise

- A centralized maintenance program that services paratransit type vehicles (typically cutaway buses) develops specialized expertise that is not routinely available in commercial repair shops. This includes familiarity with wheel chair lifts, cutaway chassis, brake interlock systems, fareboxes, mobility securement systems, and other unique features.

Central Record Keeping

A centralized maintenance program normally provides record keeping systems that help to ensure compliance with local laws and regulations as well as agency specific reporting on costs, maintenance intervals, life cycle costs, vehicle replacement schedules, etc. Paratransit routinely assists agencies with the maintenance portion of the California Highway Patrol annual inspection of passenger vehicles.

Loaner Vehicles

A feature of a centralized maintenance program that is often cited as a “life saver” by participating agencies is the use of a loaner vehicle that is similar in size and configuration to the basic vehicles of the participants. This can be very beneficial to small agencies that do not have many or, in some cases, any backup vehicles.

Specialized Schedules

A common feature of a centralized maintenance program is business hours that best serve the client agencies. This can mean operating during evening hours or on weekends when commercial shops are often closed. Carefully crafted work schedules can greatly assist agencies by obtaining inspections and repairs when convenient to the customer. Paratransit has operated extended hours for its own fleet and those of its maintenance customers since the program was founded.

Fueling

Centralized fueling can also be a great benefit to agencies. It allows for careful monitoring of the fueling process and fuel usage. It also provides the opportunity for lower prices due to bulk purchasing, and guaranteed availability in times of shortage. (Because of its role in fulfilling an urgent public need, Paratransit Inc. was guaranteed fuel during gas rationing in the late 1970s thus ensuring availability to agencies that would otherwise have had to purchase on the street).

Trip Brokering

Trip brokering is another key role that a CTSA can effectively provide. This can take on many forms. A common understanding of trip brokering would involve direct control by the broker over the provider of a particular trip. In this model, an intake process would bring trip requests to a central broker that could then assign them directly to a provider selected from a range of options based upon some established criteria such as lowest cost. This is among the most advanced forms of trip brokering. Achieving such a brokerage would require both the participation by a number of agencies with client trip needs, a group of providers interested in serving the field, and some method of scheduling the service, preferably a software package.

Brokerages such as this operate in the State of Washington to manage the Medicaid program. These are set up on a regional basis (a county or group of counties) and manage the intake process, select vendors, and assign rides. Some of this is done through direct computer links to provider offices. This model has been in use for many years in Washington and is highly refined. A great deal was spent in the early stages to get the program set up. It is a very good model for what can be achieved technically. A further refinement would be to incorporate the trips of a number of agencies into the brokerage to achieve higher productivities throughout the system. Such a refinement would require additional work.

Another form of brokerage involves the distribution of trips on a larger scale based upon locally determined policies without the assignment of individual trips

to a particular provider. The model, sometimes referred to as Agency Provided Trips, is a form of brokerage. In that model, the policies can be developed to establish the desired assignment of trips throughout the system. Then as a result of the intake process, trips can be directed. For example, if the policy is that trips going to certain agencies in a subscription basis are better served through agency partners than on the ADA service, assignment of the trips to the agency can complete the process. The CTSA serves as the “broker” to manage the distribution process.

It is difficult to define a cost for such brokerages without knowing a great deal more about the goals, degree of participation of agencies, etc. This is the key work of the CTSA. The agency would be responsible for refining and implementing the appropriate concept as part of its toolkit. Coordination could start as an early form of agency partnering and evolve into a more sophisticated model with greater centralization.

Taxi Partnerships

A CTSA can provide additional transportation options by utilizing the services of local taxi companies. While there are various models that involve the use of taxis, the most common one relies on eligible program participants to purchase reduced rate vouchers or scrip and to schedule their own trips. Another model places greater control of the system with the managing agency that books rides for the customer with the taxi company. Both systems are described in greater detail in this section.

Taxi partnership programs can extend service hours, especially in communities in which public transit operates on a reduced schedule. In Amador County, the implementation of a taxi voucher program managed by the CTSA was recommended in the 2008 Transit Development Plan. The plan called for service on Saturday night and one weeknight, with service operating during non-transit service hours.

There are many examples of successful taxi programs. While program design may vary greatly depending on local needs, eligibility requirements tend to be based on some combination of age, residency, income level, destination of trip, reason for trip, or, in some cases, whether or not the participant owns a car.

Vouchers and Scrip

The use of taxi vouchers and scrip is a convenient method of subsidizing certain trips without creating an extensive bureaucracy. Many communities use some

form of taxi voucher program. This can be easily administered and closely regulated by a CTSA. The concept would be to direct such a subsidy program to a specific target population using an eligibility process that can be either very simple (such as anyone over age 65) to more complicated (e.g. verification of income) Such programs benefit both the customer who realizes increased independence by scheduling his or her own trips at a reduced cost, and the taxi company that enjoys increased ridership. Transit providers benefit because some trips that otherwise would be ADA eligible are moved off the more expensive paratransit service to the less expensive taxi service.

Typically, taxi programs involve the purchase of vouchers or scrip at a discounted rate. For \$5.00, the program participant buys a book of vouchers valued at \$10.00. Often the number of books that may be bought is limited. For example, in King County, Washington, eligible program participants can purchase up to seven books of scrip each month for a total of value of \$70.00. The Southern California community of Laguna Woods sells qualifying city residents "Taxi Buck Books", which cost \$40.00 and are valued at \$100.00.

Once the scrip or vouchers have been purchased, participants contact taxi companies directly to arrange their travel. When the trip has been completed, individuals pay the metered fare to taxi drivers with the vouchers instead of cash. Depending on the agreements made between the funding agency and the local taxi operators, service availability will vary. Some programs offer 24 hours a day, seven day a week service, while others operate on a more limited schedule.

Typically when books of vouchers are sold, they can be used for any ride within the service area, no matter what the purpose of the trip. Some programs provide destination-specific transportation to local airports, shopping malls, senior centers or performing arts facilities. Cost for this type of program varies depending on the distance travelled. Although vouchers for this type of service tend to be based on a per-trip basis, riders can sometimes share a trip if they are picked up and dropped off at the same location.

A third type of taxi voucher or scrip program limits trips to non-emergency medical transportation (NEMT). Vouchers are available only to qualifying participants who have medical appointments within a specified area. Vouchers can be priced depending on the length of the trip, as shown below:

- Up to 15 miles \$4.00
- Up to 20 miles \$6.00
- Up to 25 miles \$8.00
- Over 25 miles \$12.00

Taxi companies that participate in voucher or scrip programs are usually required to keep detailed data on the service provided and to submit the vouchers or scrip received along with an invoice for reimbursement.

In addition to providing more transportation options to riders, taxi voucher programs can realize cost savings when compared to ADA paratransit service. Data from King County, Washington, for 2006 and 2007 illustrate this as shown in the table below:

	2007	2006
Taxi Passenger Rides	35,320	40,474
Taxi Scrip Direct Operating Cost (Metro Share Only)	\$328,306	\$346,008
Cost/Taxi Passenger Ride	\$9.30	\$8.55
Cost/ADA Access Passenger Ride	\$35.91	\$34.76

King County Metro Transit 2007 Annual Management Report

Funding for taxi partnership programs can come from a variety of sources. In California, TDA Article 4.5 funds are often contributed to taxi partnership programs as are Office on Aging and local community funds.

Direct Taxi Service (ADA Taxi)

An alternate form of taxi partnership involves a more direct link between the taxi service provider and the CTSA. In Sacramento, all aspects of the taxi program are managed through the CTSA without the use of scrip or vouchers.

In this model, taxi operators are paid on a per-mile basis to provide trips that, for a variety of reasons, cannot be scheduled on either an ADA paratransit vehicle or a CTSA Partner vehicle. Although the majority of clients are ADA eligible, the only requirement for rider participation is the ability to ride in a sedan-type vehicle. Thus, many of Paratransit's customers may at one time or another find themselves being transported via taxi.

Using this system, the CTSA is able to manage its trip scheduling and routing in a very efficient manner. Taxis are used as back-up vehicles when drivers are not available or when the agency cannot schedule 100% of its rides. Although some customers prefer taxis as their vehicle of choice, Paratransit reserves the right to book rides based on the availability of vehicles in its fleet, not passenger preference or trip purpose. Individuals initially may be scheduled on a CTSA Partner bus only to have their trips moved to a taxi in order to achieve more efficient service.

Voucher and scrip taxi programs rely on customers to book their own rides while a direct taxi program requires trips to be authorized and scheduled by the CTSA or managing agency. Taxi partners are required to submit detailed records, including copies of all trip charge slips along with trip-by-trip mileage reports, at the time of invoice.

Taxi Industry Regulation

In some California communities, the CTSA or their counterpart coordinating agencies in other States have become involved in working to refine taxi operations to improve overall service quality especially for the disabled. In one key case, the CTSA was a major participant in the rewrite of the taxi ordinance to achieve such refinements as mandated safety inspections, improved driver hiring standards, and most importantly, the requirement that a portion of each company's fleet be lift equipped vans. Such involvement by the CTSA is a prime example of the role of the agency in service coordination throughout the community.

Technical Support

CTSA's can provide a variety of support services that benefit local human service transportation providers. Whether due to lack of staff, or technical experience or funds, many organizations are not able to fully utilize the resources available to them. A CTSA has the ability to assist agencies by supplying technical assistance that can allow for increased funding, expansion of existing programs, implementation of new projects, or development of a more highly trained staff.

Grant Writing

CTSA's have the potential to significantly impact available transportation services within their geographical area by supporting local agencies in their efforts to secure grant funding.

Completing grant applications can be confusing and overwhelming. While larger agencies often have staff dedicated to the preparation of grant applications, smaller public and non-profit human service agencies usually assign this responsibility to a program manager or other administrative team member. These individuals may not have the time or the expertise to seek out grant opportunities and submit applications.

The size of the grant award can make it difficult to achieve "critical mass" or sufficient funds to realize meaningful outcomes. Agencies often weigh the value of the grant amount against the staff time required to prepare the grant application and manage the grant once an award is made. Frequently, they find the reward is not worth the effort.

Many human service agencies are intimidated by Federal or State grant application requirements. Although these agencies have projects that could qualify for funds under programs such as FTA 5310, FTA 5316 Job Access Reverse Commute (JARC), and FTA 5317 New Freedom, they choose not to apply.

A CTSA can provide the encouragement, the expertise and the technical support necessary to complete grant applications for local agencies. CTSA staff time can be dedicated to staying current on specific grant requirements and application instructions. This type of time commitment is often difficult or impossible for human service agencies to achieve. CTSA staff can provide assistance through local grant writing workshops, by mentoring local agencies or by actually preparing grant applications.

During the preparation of Coordinated Public Transit Human Service Transportation Plans in California, stakeholders frequently mentioned lack of grant writing experience and insufficient staff resources as obstacles to applying for funding. CTSA's have the ability to assist local organizations to overcome this barrier. For example, in the Sacramento area and in El Dorado County, the CTSA's have provided grant writing assistance to local agencies.

In Los Angeles County, the CTSA has sponsored a series of workshops on grant writing, specifically for 5310 projects. These sessions, in which the CTSA walked prospective grantees through the grant process and reviewed their applications prior to submittal to the local review board, resulted in an increase in capital grant funding to human service agencies in the region.

Grant Management

Grant management is a complex process that often prevents agencies from applying for funding. The data collection and reporting requirements can be daunting. Often agencies look at the amount of the grant award and determine that the staff time necessary to oversee the grant is not worthwhile.

A CTSA can assist human services agencies in its region by providing grant management services or by offering training in grant management. In either case, the CTSA staff takes on the role of expert advisor based on its in-depth understanding of the rules and regulations required by each grantor. It can then provide advice and assistance in matters such as

- Overall compliance with grant reporting requirements
- Development of recordkeeping systems
- Data collection techniques
- Understanding of sub-recipient agreements in FTA grants
- Compliance with DBE and Title VI requirements

The CTSA can go so far as to prepare and issue reports on behalf of the grant recipient or sub-recipient, if necessary.

Driver Training and Professional Development

In addition to assistance with grant application preparation and management, CTSA's can provide technical support by coordinating staff training and development opportunities.

California state law is very specific about the requirements for driver training programs, including the qualifications for instructors. For a variety of reasons,

agencies may have difficulties operating their own training programs. The driver corps may be small, the need for training classes may be infrequent or the agency may not have the resources to employ a certified driver instructor. A CTSA can help meet the demand for qualified instruction in a variety of ways.

- A CTSA can employ a fully certified instructor to teach driver training classes, to which agencies can send new drivers
- A CTSA can coordinate between those agencies that have their own programs and those that do not in order to fill available training “slots”
- A CTSA can make available materials and speakers that can be used as part of ongoing required safety training

Staff development is another area in which CTSAs can use their position to coordinate valuable training activities. Many human service organizations and public agencies find it difficult to send staff to out-of-area training conferences. CTSAs, working with industry organizations such as the California Association for Coordinated Transportation (CalACT) and the National Transit Institute (NTI), can schedule development workshops in their local communities, which makes it much easier for a broad range of staff members to participate.

In Los Angeles County and in Sacramento, CTSAs have sponsored the University of the Pacific Transit and Paratransit Management Certificate Program and have hosted NTI seminars and CalACT workshops. By offering low-to-no cost training opportunities geared towards enhancing the professional capabilities of people involved in human service transportation, CTSAs such as Access Services and Paratransit, Inc. have been able to help make a significant difference in the quality and safety of transportation service delivery in their communities.

Use of Technology throughout CTSA Functions

Many of the functions that a CTSA can perform do not require sophisticated technology. Interagency agreements or other concepts presented in this Paper do not necessarily require the application of technology to achieve objectives. However, the advancement of technology that is occurring today offers great opportunity for further refining the many functions of a CTSA.

The use of technology can play an important role in the delivery of coordinated human service transportation. Through the utilization of specialized software packages such as Trapeze or Routematch, the efficiency of trip routing and scheduling can be increased. Tools are available to track every detail of vehicle maintenance, including pre- and post-trip inspections, routine service, and fueling. Customer service can be enhanced with interactive voice response (IVR) and call center technology. Agencies can be linked to a central dispatch center such that trips are spread across multiple service providers from one centralized location.

The CTSA through its unique position at the center of coordination activities is able to be an instrumental force in the adoption and use of technology. Technology is not an end in itself, but rather is found in all the various functions that can be performed or offered by a CTSA. Some of the methods that can be employed are described below.

Routing and Scheduling Management

The benefits that can accrue from using sophisticated software such as Trapeze are great. Taking advantage of the tools available in a program allow for more efficient utilization of resources to increase productivity. Scheduling systems can be used as building blocks for true coordinated service.

There are many computer reservation and scheduling software packages available today. Some are relatively simple and are designed to address the needs of small transit systems that do not require the sophistication of advanced scheduling technologies. Products such as Mobilitat are in this category. They can be suited to the scheduling needs of small systems where the trip volume is very manageable. Other technologies are much more sophisticated and are well suited to the complexities introduced by high trip volumes, mobile data computers in the vehicles, and partnerships with scattered agencies.

One of the most common of the complex scheduling systems is Trapeze. This software is used by many agencies throughout the country to schedule ADA service, broker Medicaid transportation, or facilitate interagency partnerships

through a CTSA. Omnitrans uses Trapeze as the scheduling software for the Access system. It owns the system and makes it available to its paratransit contractor to manage the service. Similarly, Paratransit, Inc. in Sacramento uses Trapeze, as does Access Services in Los Angeles.

In Sacramento, the CTSA relies on Trapeze to operate its ADA paratransit service. In addition, Trapeze is used to coordinate scheduling of trips with both its CTSA Partners and local taxi companies that participate in its Taxi Partner program.

The agency provides trips for clients such as the ALTA Regional Center and the Senior Nutrition Program. Trapeze allows ADA trips to be scheduled around these contract trips. Productivity is increased when passengers can share the same vehicle. Trapeze facilitates this approach because it has the ability to place customers from different contract sources on the same vehicle. Thus, scheduling and routing are driven by effective service delivery instead of by the type of client.

Scheduling software can also be utilized to move trips off of ADA service onto service provided by CTSA Partners. By placing Trapeze computer terminals in the offices of the CTSA Partners, the partner organization is able to do its own dispatching while Paratransit has access to the system and can observe in real time what is happening. For example, United Cerebral Palsy of Sacramento (UCP) has its own dispatch center and handles all the logistics of managing its drivers and vehicles. The agency provides demand response service and is treated as an extension of the CTSA-operated fleet.

For other CTSA Partners and Taxi Partners, Trapeze is used to build routes, which are distributed to partners daily via email, fax or computer terminal. Each entity can only see its own assigned trips and handles dispatching and cancellations in-house.

The use of Trapeze in Sacramento allows for greater coordination of service types – ADA, human services, and private taxi. The system works more efficiently when technology allows for seamless integration of routing and scheduling across all platforms.

Analysis of Service Delivery Patterns

Using tools such as Trapeze, CTSA's can provide technical analysis of trip routing and scheduling to optimize service delivery. In San Joaquin County and in Honolulu, technology was used to evaluate schedules in order to determine the efficacy of moving trips from ADA service to human services operated vehicles. This type of analysis could include steps such as

- Identification of major agency users of ADA service
- Creation of a Trapeze test environment to pull agency trips out of the ADA schedules
- Run service scenarios for test days to determine resulting factors:
 - Productivity (compare to before test)
 - Number of vehicles used (before and after)
 - Overtime of operators (before and after)
- Run agency trips to produce mock schedules. Determine operating factors:
 - Productivity
 - Number of vehicles used

Centralized Reservations

Projects that provide a single software solution for reservations and scheduling can enhance the customer's experience of booking and checking the status of trips. A system like this when used to coordinate service provided by multiple service agencies can result in increased productivity and lower costs.

Interactive Voice Recognition Technology

Using advanced technology, Interactive Voice Recognition Systems (IVRS) are designed to allow customers an easy, self-service way to access information and services that affect their transportation experience. IVR functions vary, but generally users can schedule new rides, and confirm or cancel existing rides. Systems can place reminder calls or alert customers that the vehicle is on its way.

An IVRS engages the user in a "conversation" to determine what is needed and then the system responds accordingly. At any time, a caller has the ability to connect with a real person in the Call Center for assistance. Access Services in Los Angeles County and Paratransit, Inc. are examples of agencies that use IVRS technology.

Maintenance Management

As described earlier in this Paper, one of the key functions that can be provided by a CTSA is coordinated maintenance. Within this framework, an important element is the use of technology to help maintain fleet safety and performance.

There are a variety of fleet management software solutions, which are available to track routine maintenance, repairs, and record pre- and post-trip inspection data.

CTSAs can support their agency partners by utilizing this technology to ensure that maintenance is done within required parameters and records are maintained for CHP inspections and all OSHA regulations

Sample CTSA Budget

Once the functions to be performed by a new CTSA are determined, then a budget for the early operation of the organization can be developed. The budget will be defined by such decisions as whether a new agency is created or the CTSA designation is simply added to an existing organization. This will determine whether the entire infrastructure of an organization is necessary or if staff and other support services are added onto an existing agency. Administrative overhead will be an important element to identify. The staff capacity of the CTSA will have an impact on the organization's ability to build programs and to manage the range of functions that a CTSA is capable of performing.

In the growth stage of a CTSA, considerable time and effort (staff resources) will be necessary to forge partnerships with other organizations, prepare grant applications, implement service functions, etc. An appropriate role for the CTSA would be to take the lead in such grant programs as JARC and New Freedom. Because each of these funding programs requires a competitive process for project selection, the CTSA could be the most appropriate organization to conduct that process. In some CTSA situations, agency funds have been used to match grant funds. This process of "seeding" projects is crucial to maximizing the impact of a CTSA. Funds could be used to match JARC, New Freedom, 5310 or other grant sources. In many cases the effectiveness of these grants is maximized when the work is done through another partner agency rather than in-house. Discussions with the County Department of Veterans Affairs already suggest the possibility of such an arrangement serving veterans in the County through collaboration with a community church. Many more potential projects exist in the San Bernardino area.

For discussion purposes, a startup CTSA budget is presented below. It presents general cost estimates for discussion purposes. Clearly significant refinement would be necessary with actual implementation. However, the sample budget serves as a presentation of basic cost structures to guide decision making relative to structure options. This draft budget is based on the premise that a new stand-alone agency would be created to operate the CTSA. The budget therefore includes the financing necessary to lease office space, equip and staff the office, and initiate selected startup service delivery projects. These have simply been selected from among the potential functional options to illustrate the concept of agency management of multiple programs simultaneously.



New CTSA Organization (Stand Alone)

OPERATING EXPENSES		Notes
Staff		
Executive Director	\$ 140,000	Salary, taxes, benefits
Planner I	\$ 105,000	Salary, taxes, benefits
Planner II	\$ 91,000	Salary, taxes, benefits
Administrative Assistant	\$ 49,000	Salary, taxes, benefits
Direct Expenses		
Office Space	\$ 72,000	2000 sq ft @\$3 / sq ft
Utilities	\$ 7,200	\$600 / mo
Phone	\$ 6,000	\$500 / mo
Supplies	\$ 3,600	\$300 / mo
Insurance	\$ 5,000	\$5,000 / yr
Travel	\$ 4,000	\$4,000 / yr
Misc Expense	\$ 24,000	
Agency Partners	\$ 400,000	1 or 2 agencies; 8-10 buses
Travel Training	\$ 108,000	\$60 per training hr; 60 trainees /yr; 30 hrs each
Maintenance	\$ 150,000	startup budget: tools, software; support systems
Trip Brokering		
Taxi Partners		
Grant Writing		staff function
Grant Management		staff function
Driver Training		
Professional Development	\$ 100,000	accounting; legal
Technology Purchase	\$ 100,000	purchase software
Grant Matching Funds	\$ 300,000	
Reserve	\$ 337,000	
TOTAL OPERATING	\$ 2,001,800	
FUNDING SOURCES		
Measure I	\$ 2,000,000	
TDA Article 4.5	\$ 1,800	
FTA 5316 JARC		
FTA 5317 New Freedom		
Regional Center		
TOTAL FUNDING	\$ 2,001,800	

DEPARTMENT OF VETERANS AFFAIRS



COUNTY OF SAN BERNARDINO
HUMAN SERVICES

BILL J. MOSELEY
Director

HOME PAGE: www.sbcounty.gov/va

- ☒ 175 West Fifth Street, Second Floor • San Bernardino, CA 92415-0470
(909) 387-5516 • Fax (909) 387-6090
- ☐ 15456 West Sage Street, Suite 201 • Victorville, CA 92392-2331
(760) 843-4300 • Fax (760) 843-4306
- ☐ 13260 Central Avenue, Second Floor • Chino, CA 91710-4165
(909) 465-5241 • Fax (909) 465-5245

July 7, 2010

JUL - 8 2010

Ms. Beth Kranda
Transit Programs
San Bernardino Associated Governments
1170 West 3rd Street
San Bernardino, CA 92410-1715

SAN BERNARDINO
ASSOCIATED GOVTS

Dear Ms. Kranda:

I am writing in support of SANBAG's development of a *Consolidated Transportation Services Agency* (CTSA) that will promote additional specialized transportation options for residents of the San Bernardino Valley who are seniors, disabled or of low-income.

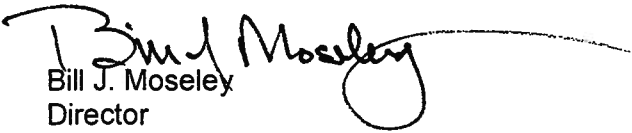
A majority of clients served by San Bernardino County Veterans Affairs' (approximately 20,000 yearly) include veterans from all eras who are seniors, disabled and/or of low-income. Our organization is particularly interested in transportation for veterans living in remote areas of our County and for veterans who cannot transport themselves to medical appointments or other critical services due to disability, age, or low income.

As I understand it, the CTSA expects to support a range of transportation alternatives and these could include directly operating transportation, contracting with agencies to provide transportation to targeted consumers, supporting vehicle maintenance, or group purchasing of fuel or insurance. I also understand that the new CTSA is developing its service model and service components and many of these are as yet unknown.

I appreciate the fact that many details must be worked out prior to finalizing service agreements. In the meantime, we are very interested in discussing CTSA service options that would benefit our clients within the CTSA's mission and purposes. We look forward to working with you to explore and define such service arrangements.

Thank you for the opportunity to work with SANBAG to help improve mobility within the San Bernardino Valley.

Sincerely,


Bill J. Moseley
Director

/sg

DEPARTMENT OF AGING & ADULT SERVICES

Choice, Independence and Quality of Life



COUNTY OF SAN BERNARDINO
HUMAN SERVICES

The Designated Area Agency on Aging

686 EAST MILL STREET • SAN BERNARDINO CA 92415-0009

(909) 891-3900 • Fax (909) 891-3919

COLLEEN KRYGIER
Director

TDD - Telephone Services for the Hearing Impaired
(909) 388-4502 Adult Services
(909) 388-4555 Aging Services

July 6, 2010

RECEIVED

JUL - 8 2010

SAN BERNARDINO
ASSOCIATED GOVTS

Ms. Beth Kranda
Transit Programs
San Bernardino Associated Governments
1170 West 3rd Street
San Bernardino, CA. 92410-1715

Dear Ms. Kranda:

We are writing in support of SANBAG's developing *Consolidated Transportation Services Agency* (CTSA). As we understand it, the CTSA will promote additional specialized transportation options for residents of the San Bernardino Valley who are seniors, are disabled or of low-income. The clients served by our agency are the seniors and disabled of San Bernardino County.

As we understand it, the CTSA expects to support a range of transportation alternatives and these could include directly operating transportation, contracting with agencies to provide transportation to targeted consumers, supporting vehicle maintenance or group purchasing of fuel or insurance. We recognize that this new organization is developing its service model and service components and many of these are as yet unknown. Our organization is particularly interested in transportation options for seniors and the disabled.

While there are many details to develop in order to arrive at final service agreements, we are very interested in pursuing discussion of CTSA service options that would benefit our client base and are consistent with the overall mission and purposes of the developing CTSA for the San Bernardino Valley. We look forward to working with you to explore and define just what service arrangements can serve both clients of the San Bernardino County Department of Aging and Adult Services and the new CTSA.

Thank you for the opportunity that this represents to improve mobility within the San Bernardino Valley.

Sincerely,

Colleen Krygier
Director

Board of Supervisors

GREGORY C. DEVEREAUX
County Administrator Officer

BRAD MITZELFELT First District
PAUL BIANE Second District

NEIL DERRY Third District
GARY OVITT Fourth District

LINDA HAUGAN
Assistant County Administrator
Human Services

JOSIE CONZALES Fifth District



Community Action Partnership
of San Bernardino County

696 S. Tippecanoe Avenue
San Bernardino, CA 92415-0610
www.sbcounty.gov/capsbc

The Promise of Community Action

Community Action changes people's lives, embodies the spirit of hope,
improves communities, and makes America a better place to live.
We care about the entire community, and we are dedicated to helping people
help themselves and each other.

July 7, 2010

Ms. Beth Kranda
Transit Programs
San Bernardino Associated Governments
1170 West 3rd Street
San Bernardino, CA. 92410-1715

Dear Ms. Kranda:

We are writing in support of SANBAG's developing *Consolidated Transportation Services Agency* (CTSA). As we understand it, the CTSA will promote additional specialized transportation options for residents of the San Bernardino Valley who are seniors, are disabled or of low-income. The clients served by our agency are all of those populations, as well as youth, individuals and families.

As we understand it, the CTSA expects to support a range of transportation alternatives and these could include directly operating transportation, contracting with agencies to provide transportation to targeted consumers, supporting vehicle maintenance or group purchasing of fuel or insurance. We recognize that this new organization is developing its service model and service components and many of these are as yet unknown. Our organization is particularly interested in projects that provide transportation during non-traditional hours and to remote areas, particularly for the purpose of employment.

While there are many details to develop in order to arrive at final service agreements, we are very interested in pursuing discussion of CTSA service options that would benefit our client base and are consistent with the overall mission and purposes of the developing CTSA for the San Bernardino Valley. We look forward to working with you to explore and define just what service arrangements can serve both clients of Community Action Partnership of San Bernardino County (CAPSBC) and the new CTSA.

Thank you for the opportunity that this represents to improve mobility within the San Bernardino Valley.

Sincerely,

Patricia L. Nickols
Chief Executive Officer

PLN:dgb

☎ Energy, Education, and Environmental Services (909) 723-1620 Fax (909) 723-1629

☎ Family Development Program (909) 723-1560 Fax (909) 723-1569

☎ CAPSBC Food Bank (909) 723-1580 ☎ Inland Empire Individual Development Accounts Program (909) 723-1570

☎ Homeless Coalition (909) 723-1592 ☎ Administration (909) 723-1510 Fax (909) 723-1509